

T H E C A N A D I A N

personnel

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J O U R N A L



FOURTH QUARTER, 1955

Vol 2, No. 4

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FOURTH QUARTER
1955
Vol. 2, No. 4

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A Word About Our Contributors

W. M. "SCOTTY" ALLISON

The name Scotty Allison has become almost synonymous with accident prevention. This reputation extends far beyond the boundaries of Scotty's native province of British Columbia. It takes in the area from Hillcrest, B.C., where he began his safety experience, to Chicago, Illinois, where he has been active with the National Safety Council and is a past general chairman of the Wood Products Section.

Scotty Allison was born in Victoria, B.C. In 1935 he started his career in accident prevention in a sawmill at Hillcrest, B.C. His work there was interrupted by the war, and after five years' service overseas with the R.C.A.M.C., he returned to take over the position of safety director of the British Columbia Lumber Manufacturers' Association. In this position Scotty has earned an international reputation, having improved the accident experience of this large group of lumber manufacturers to where it has a very enviable record.

He is president of the British Columbia Safety Council, a member of the American Society of Safety Engineers, and a serving brother in the Order of St. John. During a recent illness of one of the members of the Workmen's Compensation Board, Scotty was appointed by the government to temporarily replace him.

His opinions on safety are sought after by many companies and individuals, and Scotty is most generous with his experience and ability, with the result that he lives a busy life devoted to accident prevention.

When he finds time to relax, it is



W. M. ALLISON

Safety Director

B. C. Lumber Manufacturers' Association

at home with his family on Vancouver's north shore.

E. H. WALKER

Mr. Walker, a graduate of the General Motors Institute, has worked up through the ranks to become president and general manager at McKinnon Industries Ltd. This plant is recognized as having the most modern foundry and engine manufacturing plant in Canada so that automation is an important problem to them. Mr. Walker's approach to his subject is dynamic, informative, and enthusiastic.

HON. C. C. WILLIAMS, Regina

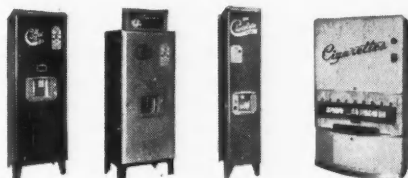
The Honorable C. C. Williams was born in Moosomin, Saskatchewan. He enlisted in the Canadian Army in May 1916, and served for



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three years, part of which was active service in France.

A despatcher with the Canadian National Railways, he came to Regina in 1931 and later served as the local chairman of the Order of Railroad Telegraphers, Regina Division, for several years.

In 1944 he was elected to the Saskatchewan Legislature and given the portfolio of Minister of Labour which he has held continuously since this date.

J. ROBY KIDD, ED. D.

Born in Saskatchewan, Dr. Kidd is a graduate of McGill University and Teachers College, Columbia University. He has held professional positions in recreation, group work, counselling, throughout Canada and the United States. In 1951 he became director of the Canadian Association of Adult Education and has conducted training institutes

and workshops throughout Canada, has been responsible for the national and regional conferences, and has served as general editor of the Learning for Living series which brings together reports on Canadian adult education. These have been distributed in 20 countries.

MILTON S. BERINGER, B.S.

Born and educated in Texas, Mr. Beringer is president and chairman of the board, The British American Oil Co. Ltd., Toronto. As well as serving as director of several companies he is president of the British-American Oil Producing Co. and the Toronto Pipe Line Co., both of Dallas, Texas. He is also vice-president of B.A. Shawinigan Limited of Montreal. He has served with British-American in managerial capacities at Turner Valley, Calgary and Toronto. He has played a leading role throughout a great period of refinery growth.

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What Employers Might Do To Facilitate Conciliation

by C. H. Curtis*

I AM DISPOSED to set out here, not a clear answer to the question before us, but rather some considerations which seem to me to be the stuff out of which you might develop the answer that seems to you to be dictated by the facts and circumstances as you see them.

I should like to point out too that there seems to me to be an assumption implicit in the question, namely, the assumption that conciliation is a good thing. The examination of this assumption is beyond the scope of this paper, but your acceptance or rejection of it must certainly influence your own answer to the question.

The third point is this: before we can effectively answer the question we must look at the conciliation process as we have it, decide what it really is and see how it fits into our scheme of union-management relations. I propose to make that my main task and to leave other matters to the discussion that will follow.

Practical Approach

It seems to me that those of us who become involved frequently in conciliation develop a certain practical approach to it that tends to narrow the problems which it presents. We lose sight of its broad characteristics and its broad implications. We tend to accept it as a fixed element in our environment, while we concentrate on the practical question of whether or not

one more cent across the board or double time for work on Sunday, or one more statutory holiday would not be a fair price for a settlement.

If we are to see conciliation in its proper perspective we must recognize that its existence in its present form in Canada depends on the proposition that strikes and lock-outs are against the public interest. It seems to me that, in Canada, public policy with respect to union-management relations rests very broadly on that proposition.

Our laws positively forbid the use of strikes and lock-outs to determine whether or not employers will recognize unions and bargain with them. We have instead a system whereby unions are certified as bargaining agents. Our laws limit the use of strikes and lock-outs during the course of the negotiations to collective agreements between employers and unions. Before the parties can resort to either a strike or a lock-out they must submit to conciliation.

Finally, our laws positively forbid the use of either strike or lock-out while a collective agreement is in effect. It is interesting to note in passing that neither the laws of Great Britain nor the laws of the United States reflect the sort of concern about strikes that we seem to entertain in this country.

It is evident, then, that our conciliation procedures constitute one of the three devices by which we restrict the use of strikes and lock-outs. It is clear, too, that conciliation is compulsory in the sense that neither employers nor unions

*A paper read at a Seminar on Industrial Relations, Queen's University, May 1955 by C. H. Curtis, Associate Professor of Industrial Relations.

are in a position to use lock-outs or strikes until the process is completed.

Distinction Made

In Ontario we make a clear distinction between conciliation and arbitration. In the former a third party intervenes in a dispute between a union and an employer to help them work out an agreement of their own or to propose a settlement which they are urged but not compelled to accept. In arbitration a third party intervenes to make a decision on the matters in dispute. This decision is binding on the parties.

In the United States the term "mediation" seems to be used more commonly than "conciliation" with about the same meaning that we attach to the latter term. However, those who make fine distinctions say that a conciliator is one who conducts negotiations between two parties without taking any part in the actual determination of the terms of settlement, while a mediator participates more actively, making suggestions and using his persuasive powers and even exerting pressures, if he can do so, to effect a settlement.

Then in the United States they have fact finding boards established to determine the facts of a particular dispute. Our conciliation boards often act partly as conciliators, partly as mediators working with data which they secure as fact finding boards.

Conciliation, as we have it in Ontario, is in two distinct stages, followed in the case of persistent disputes by an indefinite number of informal stages depending on the circumstances. The process is initiated by an application by one of the parties to a dispute to the Labour Relations Board for conciliation services. If the Labour Rela-

tions Board finds that conciliation services are to be granted, it passes the request on to the Minister of Labour, whose duty it is to provide these services.

The first stage in the process is an attempt by a conciliation officer from the Department of Labour to settle the dispute. Perhaps we are disposed to underestimate the success of these officers, but they succeed in settling almost two-thirds of the disputes that come before them. In 1954 some 1176 disputes were conciliated. Conciliation officers disposed of more than 700 of these.

Disputes which conciliation officers fail to settle are usually passed on to conciliation boards. These boards consist of three members appointed by the Minister of Labour. One member is the nominee of the union, one is the nominee of the employer, the third is chairman and is nominated by the other two, or if they disagree, he is designated by the Minister.

Effectiveness of Conciliation

Theoretically a conciliation board is an effective device for settling union-management disputes and its effectiveness depends on three things. In the first place, the necessity of going through conciliation provides a "cooling-off" period. In theory, strikes and lock-outs are sudden bursts of violence in which the parties indulge because they do not wait to count to ten.

In the second place, theory has it that while the parties are waiting they are disposed to settle their differences with the aid of a third party. An appropriately constituted tripartite board is supposed to be very effective. This board relies for its success on the fact that it is a public body, while at the same time one of its members is known and trusted by labour, one of its mem-

bers is known and trusted by management, and the chairman is recognized as a neutral.

Finally if this board fails to settle the dispute it will submit recommendations for a settlement. The parties will not be bound to accept these recommendations, but, theoretically they will find it difficult to ignore them in view of the pressure which public opinion will exert on them to accept the considered judgment of the board.

Cool Off Too Long

In practice, we have the cooling-off periods and they are often of such duration that one party or the other becomes sufficiently impatient to be all "heated up" again. The Ontario statute does define the length of time within which a board must be established and the length of time that board has to complete its work. Actually it seems almost impossible to observe the limits set.

In practice, we have the tripartite boards that the theory describes and our statutes contemplate impartial boards. However, it is doubtful if any conciliation board is, strictly speaking, impartial and it is a question if impartial conciliation boards are practicable.

I think this is so, because I cannot see how the parties can ignore the fact that their participation in proceedings before a conciliation board is likely to affect their bargaining positions. Consequently each is disposed to appoint a partisan to protect its interests as a bargainer.

If the lines of battle are drawn tightly, the choice of the particular partisans nominated is made very carefully. However, I have observed among those who commonly act as nominees on boards a strong feeling that although a member of a board should remember which side he is on, he should be free to exer-

cise his own judgment without the prompting of his principal.

I submit, then, that conciliation boards are not the impartial bodies which the theory proposes. The question then arises, can such boards accomplish what, theoretically, they are supposed to do?

Certainly the first duty of a conciliation board is to take steps to settle the dispute before it. Can a board composed of partisans do that? I think it can, if all concerned are satisfied that it is better to settle the dispute than to negotiate it in post-conciliation meetings with the report of a board complicating the situation.

Key Positions

The chairman and the members of the board occupy the key position in conciliation, for they determine procedures. If they are not, as a group, looking for a settlement, none is likely to materialize. But if they are anxious to secure a settlement and if the parties themselves are at least open to the conviction that it is desirable to settle their differences before the board, then a settlement is possible.

I see nothing inconsistent in the double role which a man may find himself playing on such a board. I see no reason why a member cannot be a good union man or a good company man and at the same time work hard to persuade his party that such and such a proposal is a good one.

The mere desire of the parties who come before a board to settle their differences or their open minds on that question is seldom enough to produce a settlement. Each party must also bring with it what it considers to be the facts about the various matters in issue. A board cannot persuade a union that is out for 10 cents across the board that it should settle for three cents unless it has facts to substantiate the

reasonableness of the smaller figure. Of course it is true too that a board cannot persuade an employer who is disposed to hold the line that a three cent settlement is reasonable unless there are facts to back that proposition.

The specific facts which the parties must give a conciliation board, if a settlement is to be worked out, will of course, vary from situation to situation. They will be such tangible things as the rates of wages, the system of wage payments, the average hourly earnings, the nature of the business, and such intangible things as the relations among the various people in the plant, the attitudes of employees to their working conditions, the aims of the union and of the company.

My observations lead me to the conclusion that the parties are frequently disposed to give a board only such information as they think will meet the minimum requirements. Most boards, I think, are not sufficiently informed. I am not suggesting that an employer or a union appearing before a conciliation board should reveal all its weaknesses as well as all of its strength. Each is entitled to put its best foot forward. But each must do so convincingly, in a way that will establish the soundness of its position not only in the eyes of the board, but in the eyes of the opposite party. In the final analysis it is more important to convince the opposite party than it is to convince the board.

Must Avoid Errors

Of course, if a party submits data which turns out to be inaccurate, it is not being convincing. If the employer says that it will cost \$191,732.59 to raise wages as the union purposes, that employer should be very sure of his figures. If the union points to an obvious error in the calculations that reduces the

stated figure substantially, the employer's position will be weakened. The union is likely to say, "if this item which we can check is wrong, no doubt there are errors in the parts of the submission we cannot check."

The parties establish their positions much more effectively, too, if they use data which can be readily checked. The usual area surveys of rates which employers and unions make and present in a coded schedule showing companies A, B, C, D, etc. are not always satisfactory in this respect and so not always convincing evidence in the eyes of the opposite party. Of course a coded schedule of this sort is particularly ineffective if some one succeeds in decoding parts of it and finding errors.

The remedy for these difficulties is, I think, clear. Each party should check its own data very carefully before submitting them to a board. Each party should put its data in a form that enables the other party to check them and each party should scrutinize the other's data most carefully and critically, pointing out each item and each detail to which it objects. Under such circumstances the parties themselves and the conciliation board can depend on the quality of the data which they must use in working out a settlement of the dispute.

If a conciliation board has the facts, its task of persuading the parties to agree to a reasonable settlement is greatly facilitated. Moreover, the facts are the materials which someone—perhaps a member of the board, perhaps a union man or perhaps a company man—may use in proposing a new and different approach to the dispute. Very often disputes are settled when someone sees a new solution, a proposal which neither party has committed itself to oppose, against

which prejudice or opposition has not developed.

May I say again, then, that I think a tripartite conciliation board, even though it may be composed of partisans can effect the settlement of disputes between unions and managements, if it sets out to do so, if it has the information it needs and if it is not faced by the persistent opposition of one or both of the parties.

Report From Board

Now the theory visualizes a report by a board when it fails to settle a dispute. This report is supposed to be the product of the thinking of three impartial public commissioners. It is to be publicized as a well-considered and sound proposal for the settlement of the dispute. The question then arises, can conciliation boards such as we have them make such a report?

In most cases the nominees of the parties, on a conciliation board, even though they may work energetically to bring the parties into agreement, usually become acutely conscious of their positions as partisans as soon as it becomes apparent that the board must make a report and recommendations.

At the same time these board members usually think that a unanimous report is a very desirable thing, that every effort should be made to get at least a majority report and that three divergent opinions may be of little value. Each member is a little reluctant, too, to be left in the minority position.

Between these pulls and counter pulls it is often possible for board members to agree on a recommendation, quite a common thing for them to produce a majority report. However, I am not at all sure that a conciliation board can discharge its reporting function as satisfactorily as it can discharge its duties as

a conciliator working to find a settlement.

Finally, our departments of labour do not all follow the practice of publishing conciliation board reports and giving them their stamp of approval. In Ontario, in particular, these reports seem to be regarded as semi-private rather than as public documents. They are delivered to the parties concerned and that is the end of them. If the parties wish to make use of them, well and good, if not, all the efforts of a conciliation board are passed over as so much water under the bridge. I think, then, that conciliation boards' reports have not the standing in the community that our theory proposes for them.

Task Is Complicated

There is another point I would like to raise in conclusion: it seems to me that the reporting and recommending aspects of a conciliation board's duties are complicated by the fact that there are differences of opinion about the nature of a board's report.

It would be easier for the parties to prepare themselves for conciliation if they knew the basis on which the board would prepare its report. It would be easier for the members of the board, too, if they had a common understanding on that question. As things stand now boards are given no guidance beyond the injunction to settle the dispute.

Some contend that a board making a report discharges its duty if it behaves like a court of law. In this view a board would look at the evidence before it and find strictly on the merits.

Others say that a board should analyze the situation before it and make a report that would, in effect, be a prediction of what post-conciliation bargaining would produce.

A third view is that a board should report in such a way that it will produce a balance in the bargaining power of the parties. Such a report would presumably favour the weaker of the two parties.

Others say that a board should review the evidence before it, assess the positions of the parties, take the particular circumstances of the case into consideration and set out as its recommendation a proposal that reasonable people might be expected to accept.

I suggest that these divergent views complicate the work of a conciliation board, they make it difficult for the parties to make preparation for conciliation, and they make it difficult for you to answer the question which this paper is sup-

posed to raise, namely, what might employers do to facilitate conciliation?

Conciliation Can Be Shaped

Conciliation as we have it exists because of our belief that strikes and lock-outs are against the public interest. Conciliation is, in a sense compulsory, but the particular form it takes and the course it follows are pretty largely in the hands of each particular group that becomes involved in it. Each group can make conciliation pretty much what it wants it to be if it sets out deliberately to shape it. I think you must have these considerations in mind when you ask yourselves "what might employers do to facilitate conciliation?"

Job Evaluation—A Static Method In A Dynamic Environment

*By L. G. Nicolopoulos, Economist**

"FORMAL job evaluation" is a technique for establishing wage differential standards. It is a procedure of analyzing, describing and specifying the contents of each job in the factory or office. It aims to establish objectively and systematically the degrees of skill, experience, physical effort and responsibility required for each job.

It is a method of rating jobs—not the employees who do the jobs.

Reasons for Job Evaluation

In a perfectly competitive economic system — a system where

buyers and sellers are so numerous that no one can by his own action appreciably affect the market price; where all the factors of production are free to move in search of a higher reward; and where both buyers and sellers have a perfect knowledge of the market conditions — individual wage rates would be equal to what the economists have termed "the marginal productivity of labour".

Under these perfect conditions, the employer having full knowledge of the market and unable to change appreciably the "going" wage rates, would continue hiring additional employees up to the point where the product of the last hired employee would yield revenue equal to

*Mr. Nicolopoulos is an Economist Graduate of King's College, Cambridge University, England. This article is extracted from Research Report No. 1, published by the Industrial Relations Centre, McGill University, June 1954.

the wages paid. Individual wage rates could not exceed the "marginal productivity of labour"; nor could they fall below. Competition among employees and among employers would, sooner or later, equate wages with "marginal productivity".

However, perfect competition exists only in theory. In our economic system, although competition is very keen, it is "imperfect" in the economic sense. It is "imperfect" because the individual employer can, if he wishes, change the price of his product as well as the wages he pays for labour. Secondly, there are restrictions in the movement of labour and capital. Finally, the employers and the employees and their representatives lack perfect knowledge of what the actual labour market conditions are and what the "going" wage rate for each job should be.

This "imperfect" competition has contributed to the development of a wage structure in our economy which has little relation to the economist's conceptions of "marginal productivity".

Consequently, the development and wide-spread adoption of job evaluation plans can be explained, and to some extent justified, as a result of the prevailing imperfect knowledge and restriction of movement in our economy. It is a device that attempts to introduce order and rationality in an otherwise distorted wage structure.

If the economy operated under perfectly competitive conditions as defined above, all employees would receive wages equal to the value of their contribution to the enterprise. Job evaluation or any other techniques purporting to establish relative values of jobs would be quite superfluous.

A Static Method in Dynamic Environment

By using the same yardstick and

comparing each job in the factory or in the office with a number of pre-determined common factors, the job evaluator attempts to abstract the value of each job, to build a ladder of relative job-values within the organization and, thus, to relate job values to the standard of all economic values—money.

So long as the technical basis of the plan is valid (a sweeping assumption in the case of many plans) and so long as the rating and job comparison are done with complete objectivity, the contribution of this technique to the problems of wage determination may be valuable.

The resulting wage structure will be systematic, objective and defensible. When installation is completed, the enterprise will have an up-to-date knowledge of the duties and contents of all the evaluated jobs and a rationalization of relative values. It will be in a position to construct a wage structure that will approximate the prevailing job relationships in the labour market. The company will also be in a position to take advantage of the by-products of this classified knowledge.

Questions now arise: How long can this situation last? How long can the enterprise accept with confidence the value-relationship of jobs established by the plan? Are there any indications that this initial value-relationship will be disturbed and become out-dated?

Perpetually Valid Plan

There is little reason why a job evaluation plan installed in a company which operates in a static environment should become obsolete. In a static environment, value-relationships once established would remain perpetually valid.

Similarly, a static job evaluation plan would operate successfully over a long period in a totalitarian state or in a Marxist economy where

"values" were arbitrarily established by fiat. It is conceivable that in such a state, the governing power, for reasons of over-all policy, would perpetuate current "value" relationships. In that event, job evaluation plans would always be up to date. The only flexibility required of them would be adaptation to a new set of "values" whenever the authorities decided this was expedient.

But fortunately, we live in an economy which is not totalitarian; nor is it static, but rather an economy which is subject to continuous change at the national, industry, enterprise and job levels. This continuous change is particularly characteristic of a highly industrialized economy and is even more pronounced in those economies in the first stages of industrialization.

Five Kinds of Change

In our enterprise economy, management is continuously faced with internal and external changes which are mainly of five kinds:

1. Technological change that affects the methods of production in all sectors of our economy and has a direct bearing on the content and relative value of jobs. It is true that technological change does not take place in equal degree in all economies. It is directly dependent on the industrialization and maturity of the economy and, to a large extent, the attitude of business leaders. Nor does technological change affect all industries and enterprises in equal degrees.

There are industries, within a highly dynamic economy, which because of their capital equipment structure or other consideration will be only mildly affected by technological change. On the other hand, numerous cases can be found where technological change is indispensable to the existence of the enterprise. In most instances, technological change eliminates jobs, creates

new ones, alters job content and thus affects directly or indirectly the established job evaluation relationships.

2. Changes in habits and tastes of the consumer. One of the basic characteristics of our enterprise economy is that the consumer can exercise freedom of choice and thus direct the producer into one type of production or another. Consumers' habits, tastes and choices change. In response, the businessman adapts his methods of production and types of products and adjusts quantity and quality. This process is reflected in a continuously changing value-relationship of jobs.

3. Changes in the level of economic activity. An enterprise economy never remains static. Expansion and contraction have always followed each other. There is every reason to believe that they will continue to do so, although such movements may become less violent as we acquire a better understanding of the business cycle.

In this competitive economy of ours, the businessman must frequently adjust his production methods and his policy of remuneration of the factors of production to meet the changing conditions. He must follow different policies under full employment, on the one hand, and periods of contraction, on the other. He must watch the effect of changes on total disposable income of the public because any change in disposable income will ultimately affect consumption and thus the quantity and quality and methods of production of the enterprise.

In periods of prosperity, labour-saving machinery may be introduced at a faster rate than in periods of contraction. All the changes thus generated will be reflected in the value-relationships of jobs.

4. Changes in the labour market. Like other sectors of our economy,

the labour market does not remain static. It changes not only in response to natural laws, but also in response to other changes and especially to the requirements of a changing economy.

In an agricultural economy which has suddenly begun its industrialization, there will be an immediate response from rural areas to fill the gaps in the industrial labour force; if national policy permits, immigration rates will rise; there will also be a trend within the labour force towards the acquisition of those skills that are more remunerative or of higher prestige and stability.

In these circumstances, the businessman must change his policy in order to secure and maintain the required labour skills. Inflexible policies or methods of remuneration in an ever-changing environment will penalize the businessman.

5. Changes in administrative and organization practices. These day-to-day changes not only affect the physical aspects and requirements of the job, but also its less tangible elements such as status, immediate or long-run expectations and established relationships which are of particular importance to incumbents.

To Incorporate Changes

Existing job evaluation plans, whether simple or complicated, have up to now lacked a method by which external economic changes and internal structural adjustments can be incorporated automatically. Some authorities fail to realize the need for this adjustive capacity, while others, realizing it, are prepared to accept the shortcoming.

As a result of this technical limitation, all existing plans retain the initial job-value structure throughout their time of operation. To try to solve this problem of change in a piecemeal fashion, certain "emergency" measures are introduced. Sometimes a complicated "mainten-

ance" procedure is devised by which individual jobs are re-examined and job descriptions revised. Where a discrepancy seems serious or where the economic change affects the labour market to the extent that the supply of the particular skill is threatened, "special bonuses" are attached to the job in order to retain employees. This step is always taken in the belief that the disturbance is of short duration and things will return to "normal" again. If in the meantime more jobs show similar signs of an unrealistic reflection of labour market values, the piecemeal solutions are extended.

The attitude of many management representatives towards the static nature of existing job evaluation plans seems to be that it is not necessary to throw away the whole box of oranges if one of them becomes rotten. The remaining are good and can be used. This may undoubtedly be so. Job evaluation, however, does not give us a box of oranges, but a box where every orange has been systematically placed next to others according to size. It offers us a net size-value relationship of all the oranges in the box. If, for one reason or another, two, three or more oranges inflate or shrink, they will have to be transferred if a realistic size-value relationship is to be maintained.

Complications May Arise

In the case of evaluated jobs, the problem is much more complicated. Jobs are placed next to each other according to their present relative value after they have been compared to a pre-determined set of factors considered to be common to all jobs and directly or indirectly reflecting present internal economic conditions of the enterprise as well as the external over-all economic situation.

A job will only change in real

value and become a candidate for a "special bonus" if either the initial evaluation was wrong or if the value of one or more of its components has changed in the economic market. Discarding the first possibility as of minor importance, it becomes evident that if the value of one or more common factors (upon which the initial evaluation was based) changes and necessitates the re-adjustment of one or two jobs in the structure, the value of the adjacent jobs is also affected.

It must be remembered, at this point, that originally and by definition job evaluation evaluates jobs in relation to one another in the structure. Therefore, any change that affects the value of the components of one job in the chain of jobs must also affect the absolute as well as the relative value of each of the other jobs, since a common yardstick is supposed to underlie the whole structure.

Day-to-day maintenance and other emergency measures, however competent and meticulous, do not solve the problem. Even if "special bonuses" are granted to those jobs that have gone out of line, the plan does not reflect the up-to-date economic values. In the long run, in spite of "emergency" adjustments the whole job evaluation structure will collapse under the impact of the dynamics of the labour market.

A number of companies that have had experience with job evaluation have sooner or later been faced with a problem of either increasing rates of particular jobs or losing the incumbents. Of course, "special bonuses" may retain the incumbents. It is clear, however, that once a "special bonus" has been attached to a particular job, its relative value is not the same as originally established. It should, therefore, be transferred to another place in the ladder. But whether it is transferred to another place or whether it remains in

the same place, by carrying a "special bonus" it will always emphasize the fact that its relative value to the other jobs in the structure has changed. If this process is repeated four or five times the initial structure ceases to reflect actual conditions.

Unless job evaluation is able to reflect at any moment the exact relative value of every job and unless employees and management are convinced that this is so, it does not serve the purpose for which it was designed. Absolute and inflexible adherence to the standards of job evaluation as established at the time of installation will generate dissatisfaction among employees.

Union Acceptance Not a Measure

Furthermore, management should not rely on the union's co-operation and acceptance of the plan as an indication that it fulfills its purpose and reflects up-to-date job value relationships. For one thing, the union that has accepted the plan or has insisted upon its installation has, to some degree, failed to realize its basic technical limitations. Second, the fact that the union accepts the plan is not a guarantee that the rank-and-file is wholeheartedly satisfied with it. Or it may even be that initial employees accepted the plan, but in the course of time piece-meal adjustments and special bonuses granted to certain jobs created resentments of which both union and management may be unaware.

Until the industrial engineer, or job evaluation expert, is prepared to admit that the evaluation of a single job is a more complicated process than he now sees it, requiring greater preparatory work in the form of more accurate information and statistical data on the exact position of the job in the industry and the economy, rather than the enterprise; until a satisfactorily and flexible method is developed which incorpor-

ates automatic adjustments to demand and supply factors and other dynamics; until these conditions are met, the only way to keep a plan in a realistic relationship to internal and external changes is frequent, fundamental and complete revision. Day-to-day maintenance and the expedience of "special bonuses" are inadequate.

The time interval between fundamental and complete revisions cannot be determined with exactitude. It will depend mainly on the rate of technological change and of the market fluctuations, the type of product, the type of skills required, the quality of the initial plan and finally the conditions in the labour market.

Revision Not Simple

It must be emphasized, however, that fundamental and complete revision is not a simple matter. First, it taxes valuable managerial skill. Secondly, it is almost as costly as the initial introduction. Finally, successive over-all revisions will inevitably affect quality of the plan because those engaged in the revision will consider it as something temporary to be repeated again in the near fu-

ture and thus may not be as meticulous as they would be otherwise.

Even this costly method of fundamental and over-all revision is not the real solution of the existing shortcomings of job evaluation. The real and final solution of the problem of job evaluation lies in another direction; i.e., the development of a plan technically able to adjust automatically to the dynamics of the economy and the factors of supply and demand in the labour market. It is only then that job evaluation will be in a position to play a long-lasting role in wage determination.

There is no doubt that the industrial engineer in developing job evaluation plans, as we know them today, has offered us a good measuring stick; however, it is useful only in the short run and so long as conditions remain constant. It is obvious that this technique which issues in a static plan does not fulfill the purpose for which it was designed.

Either job evaluation must be developed further along the lines suggested here or alternately, a radically new and different approach to the determination of relative values must be devised.

Automation And Its Challenges

*by E. H. Walker**

IT MIGHT perhaps be considered trite to say to you, as Training Directors, that the training of people for industry today is one of the most important industrial jobs and one of the most important investments that we in industry are making, because you already know that. But perhaps some of you folk get so close to the

detailed problems that surround your training programs, that you may forget just how important you are to the future of the enterprise for which you work, and so I should like to say once again, that the development of people is far more important and must take precedence over the development of plants and their equipment, because the one must inevitably precede the other.

My subject is "Automation—and Its Challenge to the Trainer".

"Automation" has attracted a great

*Mr. Walker is president and general manager of McKinnon Industries Ltd., St. Catharines, Canada's most talked about automation plant. This address was delivered to the Ontario Society of Training Directors in Conference at the University of Toronto, Sept. 15, 1955.

deal of attention in the past year or so. I was asked to speak about it and its effect on industrial personnel on the occasion of the annual meeting of the Canadian Manufacturers' Association in Montreal last spring, at which time I looked back through my own experience in an attempt to analyze what its effect on personnel might be.

Attracting Widespread Attention

"Automation" has attracted attention from a wide variety of people, with a wide variety of interests, from a wide variety of walks of life, and for many different reasons.

The labour leader looks at it with suspicion, because he fears that it will reduce the amount of labour going into our products, and thereby cut down employment.

The process engineer usually looks at it as a challenge to a further expansion of better methods.

The manufacturing executive assesses it as a potential cost reducer of his product, the value of which he must measure against the high initial investment and installation costs that go along with most highly automated processes.

Sell it as a Help to Our Way of Life

I believe that as trainers of personnel you will be interested in what it will require of your training programs. And in this regard, I should like to suggest to you that one of the first things necessary is to sell the idea of "automation" as a help to our way of life. And with this thought in mind, I should like to repeat some of the things that I said last spring in Montreal.

I said that "automation" is a newly coined word to describe a development that has been gaining momentum since the Industrial Revolution. I told them the story of the first time I was particularly impressed with our approach to "automation" in the company for which I worked 26 years ago, and for which I still

work. At that time, I was working with an experienced tool and die maker, as his helper, and he sent me from the tool room to a production department, to deliver a special size counter boring tool, to replace one that had broken in the process of machining shock absorber castings. I stayed on the job until the installation had been made, and until the machine was once again in production.

The machine consisted of a large eight-foot rotary table, on which were mounted 10 evenly-spaced fixtures to hold the part to be machined. A series of power driven units was located exactly above each of these fixtures. Drill heads built into the units carried a variety of drills, reamers, taps, counterbores and countersinks. The machine operator stood at the unloading and loading station, and as the machine indexed, his major task was to remove the finished casting from the fixture, and to replace it with a raw casting. The table was mechanically indexed, from position to position. The heads were automatically fed down simultaneously at each of the 10 positions—the tools performed their required work—the heads retracted, and the machine again indexed. A total of 35 separate and distinct operations were performed at the 10 stations at the same time, and a finished casting arrived at the unloading station, at each index of the machine.

The same operations performed on this machine by one man, could have been accomplished by a row of six to 10 single, or multiple spindle type drill presses and tapping machines, with a man at each machine.

It's Not New

Had I ever heard of the word "automation" at that time, I might have applied it to that machine, or to that series of operations. I was

certainly intrigued by it, because it was so obvious to me that this development in technology would reduce the cost, would improve the quality, and allow more shock absorbers to be put on more automobiles, and that our business would be bound to expand a little faster because of it; and as a 20-year-old, that impressed me too, because, selfishly, I was interested in being a part of a prosperous, progressive, growing company. And the other thing that impressed me was that the tool experts, and the process men would in future have to be increasingly better trained to cope with the intricacies of the more involved equipment.

St. Catharines Plant

You, no doubt, have read in the trade magazines, magazine digests, and newspapers, of our new McKinnon Industries Engine Plant near St. Catharines, and of our program there referred to as "automation".

The largest and most apparently complicated machine in that building, and the one that impresses people the most, is basically no different in principle than that shock absorber machine, by which I was so impressed 26 years ago. It is true that the new one is bigger. It is true that it does more operations. It is true that it has turnover fixtures, so that work can be performed on the bottom of a casting, after the top operations have been completed. It is true that electronics, and hydraulics, play an increasingly important part in the sequence and timing of the individual components of the machining operations. And, I would say that it is generally true that it is an amazing machine. It is a tribute to the men who designed it, as well as to the men who applied the tools to it. But, basically, it is simply an enlargement, and a refinement, of its forerunners—such as that shock absorber machine.

There are a series of devices to

carry the part, not only from one operation to another, but in some cases from one machine to another. There is need for training in electronic and hydraulic "know-how", and this is another one of the places where men like you can step in.

Now, let's go back 26 years again.

Has Meant More Employment

At that time 710 McKinnon people were employed, and now, at our last count, we average over 5,400, and during every one of those intervening 26 years, many new approaches to better processing, some of which could be called "automation", have been effected.

We produce more efficiently now. We use less manpower units of work per unit of production, and yet we have put well over seven times as many people to work in our plants. "Automation" comes from evolution—not revolution. It is a build-up of manufacturing "know-how".

During approximately those same years, the population of Canada increased 35%, while the number of people employed by Canadian industry has increased 65%—obviously a much greater acceleration in employment than in the overall growth of our population.

Resulting from "automation", my observation, through actual experience, was that it provides more jobs and lighter work, and a higher standard of living for Canadians. And this, of course, is not true only of Canada. In a recent United States publication I noticed that in the year 1850, the average working person put in 70 hours of work per week, and you know that now it is closer to 40.

Higher Standard of Living

In the same article it was estimated that, in 1850, 23% of the power was manpower, 51% was animal power, and 26% mechanical power. In 1950 only 4% was manpower, 2% an-

imal power, and 94% mechanical power, and yet, during that 100-year period, almost six times as many people had jobs. During this same period the capital investment in tools had been multiplied by more than 33. People have more leisure, and more things to enjoy themselves with during their leisure. They have a higher standard of living.

Our history books tell us how, during the Industrial Revolution in England, people broke into factories and destroyed machinery, because they believed that if machines produced the things that they had formerly made with their hands, there would be fewer jobs. Had the owners of those factories, and of those machines, not had the courage to go back and build them up again, the descendants of those rioters would have existed today with a much lower standard of living than they now enjoy.

If we allow our imagination to run a little further, we could still be dressed in the skins of animals, and be lighting our fires with pieces of flint.

Better Methods Help Everybody

In my experience in the grubbing details of working out manufacturing problems, by the successful accomplishment of better methods, I do not recall a single case where the end result has not been to the advantage of the worker, and the customer, and the shareholder in the business, and yet today we hear speeches, and read articles, that refer to this new word "automation" with the implication that it can be a Frankenstein monster that can make men walk idle and hungry.

A leading management consultant was recently asked if he was afraid of "automation". His answer went something like this: "Yes, I am afraid of 'automation'. I am afraid that we may not have enough of it."

Now, you folk, as Training Direc-

tors, might want to ask at this point, "what has all this got to do with us, and with our problems as trainers in industry, as trainers for this new potential for industry?" First of all, I would suggest that you get out into the factories and understand the processes of "automation" yourselves, understand the details of its potentiality, and analyze the new requirements for personnel, that the continued development of better methods will create, and to inject into your classroom discussions the idea that "automation" is not a brand new idea, but a continuing development of better methods that must be kept up with.

Labor Will Accept It

I have confidence that the fine Canadians who make up our labour force will not let themselves be carried away by the same kind of obsolete and incorrect and mistaken ideology that has been proven wrong over and over again. Not only proven wrong by man, but proven wrong by history. I am also confident that management and labour can, and will, continue to work together, to assist in the great objective of using better methods, to utilize our great natural resources to more effectively approach the goal of ever increasing standards of living, a very great part of which can be achieved by a continued use of technology, toward the end of more power and less sweat. I am sure that the same man who is tempted to believe that technological progress will do him out of a job, does not also believe that his wife at home should throw away her washing machine, and go back to the wash tub. I am likewise sure that, rather than that, he is looking toward a further goal, to give her a drier to go with it (if she doesn't already own one)—and that is progress.

Machines and equipment perform many tasks that man doesn't want to

perform, no matter how high wages go.

Produces Higher Quality

To go back again to the machine that I talked about having experience with 26 years ago, there is another important aspect, besides the reduction in the amount of human energy going into the manufactured product. It has to do with quality. On that same machine, if the castings had had to be relocated in a new fixture at each operation, there would have been a substantial chance of error at each point of replacement of the casting into a new fixture.

Many times we have seen technological progress applied to the production of a manufactured piece, for no other reason than to improve quality, and invariably the end result was a better method.

Most progressive manufacturing organizations today have made better methods a studied component of their overall manufacturing plan, and if there is enough area to cover, we frequently set up a specialized department, composed of engineers and mechanics with manufacturing "know-how", to increase our penetration into this kind of thinking, and into this kind of action. I never recall setting up to manufacture anything whereby our original methods, no matter how smart, or how complete we thought they were, were not changed and improved over the weeks and years of production. It is a never ending process and re-process. This activity in itself creates new and better jobs, ever expanding into more tool makers, more die makers, more machine repair specialists, electronic specialists, and hydraulic experts—a general up-grading in personnel requirements, for which we are accelerating our apprenticeship programs to provide in-plant training, thus creating further opportuni-

ties for young men who want to improve themselves.

What could be a greater challenge to you trainers of people for industry than the new avenues that automation and better methods can, and will, inevitably continue to open up.

Will Require Better Personnel

As we travel through community after community we see new schools being built. Our expanding economy is allowing us to provide better education to our men and women of tomorrow. More young people have the opportunity of both high school and university training, and all of this will contribute to the availability of better personnel for business and industry; both of which can hold out more and more promise to those graduates who equip themselves for better jobs.

The recently announced "Aid to Higher Education" by the Canadian subsidiaries of General Motors Corporation, through which we shall be offering 25 scholarships each year, is one more direct and tangible evidence of management's interest in this most important factor in our growth.

Our General Motors Institute at Flint, Michigan, now has an enrollment of over 1,800 four and five year engineering and business administration students. I attended the Commencement Exercises over there this year in August, and they are planning for 2,500 for the beginning of the 1955-1956 classes of freshmen.

Industrial Suggestion Systems are designed to tap the thinking power of all employees, in such a way that their ideas can be incorporated into better methods, into better working conditions, into safer working conditions, and the reduction of effort. And a majority of them wind up by making a contribution to technology, or "automation"—if you like. We, at The McKinnon Industries, have had

a suggestion system as a formalized procedure for many years, and during the past five years we have paid out approximately \$100,000 in cash to our own employees, in payment for their ideas. Again, it has been good business for us all. And I am sure that you people, in the training end of our personnel programs, can still further this kind of progress by the stimulation of ideas.

Helped Win the War

Aside from the strengthening of our own economy, and of our standard of living, and aside from making us more competitive in the markets of the world, technology can be, and has been, a source of great strength in the defence of our country against aggressors. The industrial output of Canada in World War II made a tremendous contribution toward keeping our fighting forces strong, by placing power and machines at the command of our workers.

I can tell a personal story about that one too. Shortly after Canada went to war in 1939, we at McKinnon were asked to process a fuse, for field artillery guns. It was of the percussion type. It was well designed from a functional viewpoint, but not too well designed from a production viewpoint. We were given to understand that previous costs of production had been in excess of six dollars per fuse. Our estimate, on our first production look, was between three and four dollars per fuse, a cost which we thought we could meet on a mass production basis. Before the end of the contract, we were selling them for 64 cents, and the reason that this result was possible could have been described as "automation", had we known the word then. Important as the price reduction was in making war cost less in dollars to the taxpayer, it seems to me that even more important was the fact that we could make more of those fuses with less effort

and with less people per fuse, which meant a bigger quantity at the highest quality, at the disposal of the boys who needed them so badly. Speaking of quantity, we were informed, after the war, that at the battle of El Alamein one million rounds were used, and our side won. It was an important victory. "Automation" helped!

Indispensable Weapon

In commenting on a similar point, Benjamin F. Fairless, until recently Chairman of the Board of United States Steel Corporation, said in a recent speech entitled "Our One Indispensable Weapon", and I quote:

"... and today, America's workers—outnumbered as they are—still possess the greatest lifting power in the world.

"That is our salvation. It is the one great advantage that we have; and we must, I think, preserve it at all costs; for our native ability to design, to build and to use the world's most productive machines, provides, today, our last, best hope of enjoying a peaceful tomorrow!"

Allowed Improvement Factor

Our neighbours to the south are thinking seriously about this, and it is being backed up with dollars to the employees of industry too. It has allowed for improvement factor clauses to be placed in long term labour contracts, as was pioneered by General Motors Corporation both in the United States and in Canada, back in 1950. It backs up the theory that technological improvements in production methods do create a better standard of living, and in effect, the company that guarantees that kind of an arrangement is placing a firm long term bet on the basic health of our economy, and on the ability of industry to make further progress in the reduction of effort input, so that we can create more goods with less labour, and go to the

consumer with more things for more people.

Civilized people have always recognized the necessity and desirability of looking after the aged and infirm, and with pension plans becoming more effective as the years roll by, because of well conceived plans for influencing workers to save during earning years, we find earlier retirement possible. This in itself yields a smaller working force. Actuarial figures reveal six workers for one pensioner, and it is estimated that the ratio will be more like three workers for one pensioner in the next 25 years. Again we must find ways to produce more with less labour, and we cannot just legislate old age security. We must find ways to earn it.

Now, in concluding my talk to you as trainers, in regard to this subject of "automation as a challenge to the trainer", I would suggest that you must yourselves be sold on the idea, the idea that "automation" can and will, properly used, increase our standard of living, increase our ability to compete in world markets, allow our country to grow, create more jobs, lighten the work of our people, not only during working hours and years, but throughout their old age. It will make us stronger in the defence of our country, and in the defence of the way of life we hold so dear. The results of our never-ending quest for a better technology can become the fruits of the age-old drive that makes us want to do things better.

Successful Teaching of Adults

by J. R. Kidd, Ed.D.*

ENORMOUS EFFORT is being put these days into teaching, selling, persuading, pleading, advertising, propagandizing — all emphasizing what we should do to someone else to ensure a change in him that we consider desirable. Only on relatively rare occasions do we consider the conditions under which the growth that we call learning will take place.

You will recall the familiar story during the last war of a man who appeared one day at a medical clinic. In a trice he was stripped, examined, given a blood-count, blood-test, urinalysis and cardiograph. The five attending doctors all differed in their diagnosis

of his condition, and their prescriptions for him were at such variance that the argument lasted for several hours.

In the midst of the controversy the little man spoke up timidly: "Excuse me, I don't wish to interrupt, but all I came here for was to deliver a telegram."

We are sometimes like the doctors, so busy trying to prescribe for the subject that we fail to find out or understand what it is that will really serve his need.

Accordingly, if we can look carefully at some of the conditions or factors that are significant if learning is to occur, it may help us in our teaching.

Facts vs. Myths

Before starting to consider the *facts* about learning it is important to pay some heed to the *myths* about

*Dr. Kidd, Director of the Canadian Association of Adult Education, addressed the Ontario Society of Training Directors at Hart House, University of Toronto, Sept. 15, 1955. These are notes on his topic, and were amplified by Dr. Kidd in his presentation.

it. For the myths, the beliefs that hold general sway in our time are quite likely to affect our own work and certainly have a considerable influence on those with whom we are working. The subject of learning is surrounded by myths and half-truths, some of ancient and some of recent origin, and all of them affecting what we are trying to do in malevolent and destructive ways. All teachers face these myths—in the factory, the classroom, the university, the public forum. Like most corrupting ideas there may be some truth or pseudo-truth in the myth but the result is crippling. I shall deal only with a few which have the most baleful influence. You could easily add to the list.

a) *The hole-in-the-head concept of learning.* That learning happens by some process of pouring, or pounding facts into the head.

b) *The "all-head" concept.* Here it is assumed that a man is all head or all intellect and that the process of learning is entirely rational and intellectual. The only thing wrong with this is that it leaves out the enormous part of man that is made up of such things as feelings, emotions, fears, desires.

c) *The "fun and games" or "learn what you detest" concepts.* On the one hand, that learning only happens through the pain of the subject, if he loathes and detests what is to be learned or there is some external coercion forcing him to learn. The equally fallacious conception is that there must always be joy and excitement, if there is to be learning.

d) *"You can't teach old dogs new tricks."* This is doubtful canine psychology. Applied to human beings, it is a damnable lie, no matter how many centuries it has been believed.

e) *"The mental age of the average adult is 13 years."* This is such a howler, such a complete perversion of the data from psychological testing that if the result were not so serious, it would merit no more than a guffaw. Yet scores of magazines, film, radio and television producers will tell you that the aims of their product is at something which they describe as a thirteen year old intelligence, because the "average" man has it.

f) *"Unless you have a high I.Q., all hope abandon."* We are a little more familiar with this view and its consequences. While prizing every speck of intelligence, one can still understand that that aspect of intelligence that is measured by psychological tests is not all of personality, or character. There are other attributes to cherish and cultivate.

Our guard must always be up against ideas like these. We will meet them often in the adults who come to our activities.

Theories on Learning

A great deal of theorizing has been done about learning. Before this century one's ideas about learning were colored by one's philosophy, or the view that one had about man and his place in the world.

For some researchers, learning was a very mechanical process operating with something of the precision of mathematics and physics. You just applied a stimulus to the subject and he responded. Simple; except it didn't always work. Some people behaved differently than other people. But disregarding these discrepancies, the researchers went on to formulate some rules-of-thumb which they dignified with the title "laws of learning." They

were never in any sense "laws", but they were useful guides, having to do with:

Frequency—importance of *repetition*, providing that the correct act is being repeated (otherwise repetition confirms the error).

Primacy—first impressions tend to be lasting.

Recency—the most *recent* experience tends to be easily recalled.

Meaningful—if there is some *meaning* to the act it is more likely that the act will be repeated.

One psychologist, Thorndike, carried this early work a great deal further, not only theorizing and experimenting about learning in general but particularly the learning of adults. Thorndike worked systematically for two decades, studying how adults progress in learning facts, memorizing, mastering physical skills, and learning to accept distasteful situations. This work has been continued by Irving Loge and others. From this experimental work it has been concluded that

- all adults can learn
- the quality of learning by adults is excellent
- adults can learn all they need to learn
- learning goes on right up until the physical organism is beginning to decay
- the best time for learning may be in the 25-40 year period rather than 10-20 as had often been claimed.

A useful concept derived from these and other experiments is that of the learning curve. Most learning operations, (such as memorizing poetry or learning to use a slide rule) follow a curve which can easily be

charted. At the beginning there is comparatively rapid learning followed by "plateaus" when the subject seems to make no progress, or even to regress. Efficient learning becomes a matter of shortening the plateaus. This is done in a variety of ways, such as by helping the subject to improve his motivation or better understand the problem.

However, learning is such a complicated phenomenon that it was not all comprehended in Thorndike's experiments, widespread and systematic though they were. A very important key was supplied by the Gestalt psychologists.

Most of their research was carried on with gorillas. One typical experiment started with bananas tied in the air out of reach but with a table and stick placed in the cage. In the experiment it was seen that the animal would jump for the bananas many times and fail; he would jump off the table many times and fail; he would try with the stick many times and fail. Suddenly, all at once, he would seem to grasp the whole situation. Now he would climb on the table and use the stick to dislodge the bananas. Here is achievement all at once; no gains and plateaus, gains and plateaus. The learning of complicated physical skills often is of this kind. The pattern of the skill is apprehended all at once after some failures. It is for this reason that some athletic skills like diving are taught with a safety belt—with the muscles and nerves tracing out and learning the pattern while protected from danger of failure. It is also for this reason that in teaching a skill one first gives an "over-view" of the whole.

Learning Advances

As insights derived from psychiatry began to circulate among teach-

ers a great body of theory concerning such things as the fears that block learning has begun to become available. Research in geriatrics has also begun to make a contribution. A recent notable advance has come about from the research in human relations and "group dynamics" where a much clearer and deeper understanding has emerged of what are the factors in a group, as well as the relationships of the members of a group which impede or facilitate learning. Most recent of all has been the research of those responsible for teaching modern languages who are dealing with the ways in which a man will begin to use and begin to think with new symbols.

No one has yet made a successful attempt to bring all of this theory into one articulate and comprehensive theory. This is very much needed, and will eventually be achieved. But in the meantime any trainer or teacher is obliged to perform something of this difficult act of integration for himself. At the very least he needs to be alert to the new insights that are being achieved in fields related to, but not identical, with his own.

And now, to practice. We will need to give some attention to at least four factors.

- Physical and sensory decline during adulthood.
- Intelligence and ability to learn
- Interests and how they are modified
- Motivation.

Physical & Sensory Decline

There is a marked decline in some of the physical or sensory capacities through the adult years, little in others.

Certain sensory capacities decline with age. This is especially true of seeing and hearing. It is important to understand both the

physiological and psychological implications. Let us first consider what increasing deafness may do to the individual. Not only is learning impaired because key words are missed but, psychologically, the inability to hear well isolates the individual. He is alone in the midst of the group or the crowd and may begin to show many of the effects produced by any other kind of isolation.

Now what can be done about this? There are a number of simple rules—rooms with good acoustics should be used for adult activities. Most of the participants will be able to hear what is said in small groups but perhaps not in large groups; and so size of organization is important. The teacher or group leader should note the following:

1. He should place himself where his face can be seen (so that his lips can be watched as he speaks.)
2. When using difficult words or concepts he should provide an auxiliary cue by writing on a blackboard or passing out the words in mimeographed form.
3. He should avoid walking around.
4. He should speak slowly, clearly, distinctly and loudly.
5. If he has difficult material to introduce, this should not be presented at the beginning of the programme. He should wait for a few moments until those present have become used to the sound of his voice.

Simple rules can also be applied to the problem of seeing. As a general rule adults need even more light on their work than children. The best rule here would be to see that the illumination in every classroom is up to standard. Whenever possible reduce the glare on work

and provide maximum contrasts. Combinations such as yellow on black, and white on black should be favoured.

There are a great many definitions of intelligence. Many would equate intelligence with the ability to learn. However, even if we accept this at face value, there are a number of considerations to be remembered.

Vocabulary does not decline but, if anything, shows improvement. This fact is not commonly known or believed. Of course if an adult is not using a specialized vocabulary, such as French, he will tend to forget the words. But his capacity for using vocabulary is not really diminished. This is an exceedingly important point since of all of the single tests that are used to measure "intelligence", the vocabulary test is the most reliable.

Adults, then, tend to do relatively better on vocabulary tests and in work involving verbal symbols. They tend to less satisfactory work in mathematics and the sciences based on mathematics. This has something to do with speed.

Direct Contact Learning

People who may not be able to profit from relatively difficult forms of communication such as print, or radio talks, can learn from direct contact with a teacher, particularly from demonstration and practice. However, we often give this direct attention to the wrong people. For example, studies of the Department of Agriculture show that the Agricultural representative tends to give most of his face-to-face personal service to the good farmers who least need direct attention and to deal with less successful farmers, who need direct service, through pamphlets, bulletins and radio talks. Some people can learn from a film

when they cannot learn from a book, and some people can learn from group discussion when they cannot learn from a book.

Interests and Motivation

Success in learning by adults is concerned in very large measure with interests and motivation.

Some key considerations affecting the quality of adult learning are:

1) *Speed*. There is one very significant difference between the learning of children and the learning of adults. With children it has been assumed that capacity or power is closely related to speed and the speed with which a child is able to perform tasks is reckoned as a factor in determining the "intelligence" of that child. But the speed with which adults perform tasks *does* decrease. In any test in which speed is an important element adults will do relatively less well than adolescents. But in tests that simply require accurate performance regardless of speed, adults will do well. This is one explanation for the seemingly inferior showing of adults on some "intelligence" tests. The other most important factor is that most such tests are based on classroom material and situations which are close to the day-to-day experience of adolescents but not of adults.

In all learning situations with adults great attention needs to be given to *pace*. Recent experimentation on American Army training films has disclosed that most of the material was presented at least 30% too quickly. Slow up the pace.

2) *Security and Stimulus*. Most of the early learning experiments were conducted as if learning consisted merely of a *stimulus* and a *response*. However, a great deal more is now known about the condition of readiness without which the stimulus will not be effective.

One basic consideration for positive learning to happen is that there must be a condition of security and a condition of challenge. A person must be in a state of well-being, of acceptance of himself, to feel free enough to bear the risks of pain or tension or discomfort that, little or great, are always associated with learning. Excessive stimulus without security will likely result in withdrawal, apathy or some other negative reaction. The adult is a person who may feel that his capacity to learn has been impaired, a person fearing ridicule, failure and loss of position. He may need encouragement and support before he will dare the unknown perils of learning.

3) *Changing the meaning of the task.* Thorndike conducted many studies of adults coming to terms with distasteful experiences such as girls handling snakes. In one controlled experiment he found that mere familiarity was insufficient for a radical change in behaviour. In the first group of 50 girls who were afraid of snakes, only a few learned to handle them even on the twentieth or fortieth time. In the second group the same results were noticed until the nature of the task was changed, by giving the snakes names of well-known college personalities, by tying ribbons on the snakes and by perfuming them. By these changes, and by referring to the snakes as *pets*, rather than *snakes*, the meaning of the situation was subtly altered and all the girls soon learned to handle the snakes without tension. In many cases learning is not likely to happen until there is some alteration given to the meaning of the social context of the learning.

4) *Experience.* The adult is not the same person as an adolescent. He has had different experiences: sexual, vocational, political and

social. His body is different and his experience is vastly more complex. Made-over lessons or curricula designed for adolescents will rarely be satisfactory. His richer experience is a great asset and should be utilized.

5) *Interests.* Most interests are pretty well fixed by the 25th year. If an adult of fifty is to have a wide number of interests and be flexible in his choices, he should have formed these interests long before. Adults can form new interests all through life but they may show some resistance to activities for which they had no satisfying experience earlier in their life.

6) *Participation.* Considerable study has gone into the difference of quality of learning where there is full participation. One well-known experiment had to do with the ways in which women learn about nutrition and food habits. Half of the women came together in meetings of several hundred, taught by excellent instructors who employed charts, motion pictures and demonstrations to amplify their lectures. The other women were taught in groups of six to ten. At the end of the course an examination was given but the result seemed inconclusive and disappointing. All of the women, whether taught in small or large groups, had learned and could repeat a great deal of the information about vitamins and balanced diets. It didn't seem to matter at all what size of groups had been used for instruction. But six months later the same women were tested again. This time an attempt was made to find out what *changes in practice* had occurred. Not what facts could they repeat but what had they done about these facts in their own kitchens. And now it was seen that the women who had been taught in small groups had actually changed their way of

cooking many times more than those in the mass groups.

The reason for the difference seems to be that the women in the more intimate face-to-face group began to think and feel somewhat as follows: "This is our group. This is not the university's project or the government's project. It is put on for us and we ought to do something about it. We owe it to the other members of our group. We must not let them down." Here was acceptance of responsibility for the facts learned.

7) *Positive*. There is a great body of evidence to support the view that learning for adults happens best when it is succeeded by rewards without the fear of punishment. And it happens best if the material is presented positively, rather than negatively. Time after time attempts are made to teach adults by showing them *what not to do* and in many cases it has been discovered that they learn very thoroughly the *negative* practice. Positive demonstration or presentation of material is much more apt to be learned positively.

8) *Learning by doing*. No one needs to emphasize the advantages of this approach. But *not* all learning by doing has a desirable outcome. Much error or misapplication

of skills is learned this way. for *learning by doing* to have constructive results it must be accompanied by:

- Success—the adult needs to be encouraged by being successful. This is particularly true early in the experience. He will be able to learn from failure later.
- meaning.
- self-appraisal

Conclusion . . .

I now come back to my title, *successful teaching*. What are the marks of a successful teacher of adults? Let me list a few.

- 1) One who has not himself lost the capacity for learning.
- 2) One who knows something about the process of learning and who is prepared to continue to wrestle with unresolved problems.
- 3) One who knows what adults are like, that they can learn, that their experience is a tremendous asset, but that there may be sensory decline or disuse of knowledge or skill.
- 4) One who has mastered some subject or skill or interest for himself.
- 5) One who has banked-down enthusiasm which will not easily be smothered, or blown out, or burnt out.

Saskatchewan is Proud of Her Labour Relations

by Hon. C. C. Williams*

ON SEPTEMBER 27, 1954, before the Fourteenth Annual Convention of the Canadian Congress of Labour, the Premier of Saskatchewan, the Honorable T. C. Douglas, spoke of the advanced

labour legislation of Saskatchewan. The editor of this journal subsequently invited the writer to discuss and explain this legislation.

Labour legislation, whether in the form of statutes, administrative orders or judicial decisions is specifically concerned with conditions of

*Mr. Williams is Minister of Labour in the Saskatchewan Government.

labour and relations between employers and employees. In Canada certain labour laws are enacted by the Parliament, others by provincial legislatures. The proper legislative authority in each case is determined by the British North America Act, which defines the spheres of jurisdiction of the federal and provincial governments.

The powers conferred upon the provinces by the B.N.A. Act do not give them exclusive jurisdiction in all matters affecting labour. Powers to enact laws concerning trade and commerce, navigation, shipping, and local works and undertakings expressly excepted from those assigned to the provinces are among the prerogatives of the Parliament of Canada. In 1940 unemployment insurance was added to federal powers.

A considerable segment of the body of law known as labour legislation comes under the heading of property and civil rights — a legislative field assigned exclusively to the provinces. It has come to be accepted in Canada that the exclusive jurisdiction residing in the provinces in matters of property and civil rights gives them a wide measure of responsibility for ensuring rights to employers and workers; for establishing minimum standards of wages and hours of work; for reducing industrial hazards to workmen and providing compensation for injuries sustained in the course of employment; and for regulating industrial relations. The fact that legislation governing these matters is now on the statute books of every province does not mean that this legislation is uniform across Canada.

Rights of Workers

The basic aspirations of workers, as recognized by employers, trade unions and governments of 70 coun-

tries throughout the world are expressed by the Declaration of Philadelphia of the International Labour Organization. The Declaration affirms that:

"All human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity of economic security and equal opportunity."

This right is protected by the Saskatchewan Bill of Rights Act passed in 1947. It guarantees to every person or class of persons the right to freedom of conscience; the right to free expression; the right to free association; the right to freedom from arbitrary imprisonment; the right to elections; the right to engage in occupations; the right to own and occupy property; the right to access to public places; the right to membership in professional and trade associations; the right to education.

The Act pioneered the field of fair employment practices legislation in Canada. It guaranteed to every person or class of persons the right to obtain and retain employment without discrimination with respect to compensation, terms and conditions or privileges of employment because of race, creed, religion, color or ethnic or national origin.

Equal pay legislation, enacted in 1952, makes it unlawful to discriminate between male and female employees doing work of a comparable nature in the same establishment. The Equal Pay Act applies to all employees including those of the Crown in the right of Saskatchewan.

These acts are in conformity with standards set up by the International Labour Organization. They

help to create a social environment which gives status to all employees.

Minimum Standards

Minimum standards provisions have been improved and extended to become the most comprehensive in Canada. They are not a measure of the degree of social well-being which is enjoyed by wage earners in Saskatchewan. They establish a minimum level below which no worker can be expected to give his labour. They eliminate unfair competition.

The Minimum Wage Act authorizes a Minimum Wage Board consisting of representatives of employers, employees and the Department of Labour to determine, subject to the approval of the Lieutenant Governor in Council, minimum wages and other working conditions.

After four consecutive raises in the past 10 years the minimum rate for full-time employees in cities and nine larger towns was set at \$26.00 per week; for part-time employees at 70 cents per hour with a minimum guarantee of \$2.10 for each occasion an employee is required to report for duty. The minimum weekly rate for employees in the balance of the province is currently \$24.50 per week; for part-time employees 60 cents per hour with a guarantee of \$1.80 for each occasion an employee is required to report for duty. These are the highest rates established by law in any Canadian province.

There are no differentials based on age, sex or experience. Special rates are provided for a few occupations such as motor vehicle operators, janitors in residential blocks, cooks in logging camps and messenger and delivery boys. The Minimum Wage Act applies to all employees within the legislative authority of the province, with the ex-

ception of employees in agriculture and in some other minor occupational categories.

Eight paid statutory holidays are also provided for workers in the province under The Minimum Wage Act. If workers are required to work on such days, they are entitled to time and one-half in addition to their regular wage for all time worked. Saskatchewan is the only province with such a provision.

No employee covered by the Minimum Wage Act may be dismissed after three months of continuous employment without at least one week's written notice, except for just cause other than shortage of work.

The Hours of Work Act enacted in 1947 was the first in Canada to introduce an eight-hour day and 44-hour week with overtime at the rate of time and one-half in excess of these hours. These provisions apply to non-farm wage earners in the eight cities, 57 towns and in factories throughout the province. In the balance of the province, with minor exceptions, overtime is required to be paid after a 48-hour week.

Provision is made in the Act for the Minister of Labour to authorize a nine-hour day without overtime pay, provided the weekly hours do not exceed 44, or to permit the averaging of hours worked over a specific period of time. The government's attitude towards a shorter work week was expressed by Premier T. C. Douglas in a speech to the Saskatchewan Legislative Assembly on March 18, 1955, when he said:

"I have said repeatedly, and I have no objections in saying again that there is a great deal of demand for the 40-hour week and I would like to see the 40-hour week. I hope it will come all across Canada. In this province we must produce in competition with other provinces. But when

we have to produce in competition with provinces that work 48 hours and 44 hours, we put ourselves in a difficult competitive position as we have labour conditions which are too far ahead of the other provinces with whom we must compete in the Canadian and world market".

Two weeks' holiday with pay after each year of employment, including the first year, with a proportionate payment after 30 days, are guaranteed to the wage earner by The Annual Holidays Act. This Act applies to all employees in the province with the exception of farm workers. Some other provinces provide two weeks' holiday after two years service.

Apprenticeship and Tradesmen's Qualifications

To encourage the growth of skilled labour force the government has passed legislation which provides for a practical program of instruction in trade schools to supplement on-the-job training, on a cost-sharing basis with the federal government. The Apprenticeship and Tradesmen's Qualification Act of 1950 governs wages, training, hours of work and examination of apprentices and their eventual qualification as journeymen. It also establishes standards of qualification required of tradesmen working in designated trades.

Active participation of employers, trade unions and government departments is secured in examining the qualification of tradesmen and setting the syllabi of training to be followed by apprentices.

Modern and complete lines of equipment at schools established by the Department of Labour at Saskatoon and Moose Jaw assure each apprentice of the best possible chance to learn. Approximately 500 persons a year receive training at these schools. An additional 1,000 persons are examined annually as to

their trade qualifications. All training is given free of charge, and weekly allowances ranging from \$12.00 to \$18.00 are provided for apprentices while they are at school.

Industrial Safety

Safety laws are an important part of Saskatchewan's labour legislation. Every effort is made to ensure that the most up-to-date international safety standards are adopted and that conditions of employment and equipment used conform to these standards. Industrial and public safety is enforced through a program which includes inspection and licensing on a province-wide basis of steam boilers, pressure vessels, elevators, electrical and gas installations and extensive activities in fire prevention. This broad program, consolidated for efficient administration in the Department of Labour, is complemented by the work of the Accident Prevention Section of the Workmen's Compensation Board.

Workmen's Compensation

This active safety program has been instrumental in reducing industrial accident occupational disease. The Workmen's Compensation (Accident Fund) Act which applies to nearly all workers in Saskatchewan except farm workers and domestic servants gives a measure of security to workers who suffer injury or occupational illness in the course of their employment.

Saskatchewan led the way in setting benefits at a full 75 per cent of earnings, and its workmen's compensation laws continue to be among the most advanced in Canada. The maximum amount on which compensation is computed has been progressively increased from \$2,000 annually to the present \$4,000.

A major revision of the Workmen's Compensation (Accident

Fund) Act this year further increased the benefits to the dependants of deceased workmen as well as benefits to totally disabled. Where death results from an injury compensation to a widow or an invalid husband was increased from \$60 a month to \$75 a month; compensation to orphans from \$30 a month to \$35 a month. Compensation for the dependants of a widow or invalid husband is now \$25 for the first child, \$15 for the second child and \$10 for all other dependant children with no maximum limit. These rates apply regardless of the earnings of the deceased worker during his lifetime.

Minimum weekly payment to an injured workman for permanent total disability was increased from \$20 to \$25. The Act also provides that an injured workman entitled to compensation for temporary total disability shall not receive less than \$25 per week.

There is no waiting period, that is, no compensation is payable for a disability that lasts only for the day of the accident, but if the worker is disabled for any length of time compensation is payable from and including the day of the accident. An injured worker is entitled to all medical and surgical aid as well as hospital and skilled nursing services necessary as a result of the injury. He is also entitled to be supplied with artificial members and apparatus and have these repaired, maintained and renewed, and to have broken dentures, eye glasses, artificial eyes or artificial limbs replaced and repaired when breakage is occasioned by an accident in which the workman is injured sufficiently to require medical attention for which the Workmen's Compensation Board accepts responsibility.

Where the workman suffers from an industrial disease which disables him from earning full wages at his

work, or where his death is caused by an industrial disease due to an employment within the twelve months prior to his disablement, the workman or his dependants is entitled to compensation as if the disease were an injury or accident.

The government is prepared to extend the scheme to farmers and farm workers, and has indicated to farm organizations it would welcome their opinions on the practicability of bringing farm labour within the scope of the Act.

Industrial Relations

It is general practice in Saskatchewan not to have government intervention in industrial disputes, except when intervention is specifically requested by either party or both parties to the dispute or in the rare case when it is considered desirable to do so in the interest of the public. This practice rests on the premise that employers and unions are responsible partners, able to keep their own house in order and, in the vast majority of cases, to act in the public interest. This belief has been strengthened by the experience of the past eleven years.

Resort to conciliation service and conciliation board is entirely voluntary on the part of the disputants. Conciliation service, moreover, is not regulated by any statutory provision; it is a service provided by the Department of Labour. Inasmuch as the conciliation officer usually enters a dispute only at the request of one or both parties he can play a positive role in helping the parties to reach an agreement.

A board of conciliation can be requested by either or both parties at any time during the course of a dispute. Application is made to the Minister of Labour who has authority to grant a board to investigate, conciliate and report upon any dispute between an employer and a

trade union or group of employees. The same procedure applies whether the dispute arises in the course of negotiation of a collective agreement or over the interpretation of an existing agreement.

This approach to the settlement of industrial disputes is unique in Canada. It has been effective in almost all cases in helping disputants to reach agreement quickly and is increasingly used year by year.

Another unique aspect of industrial relations in Saskatchewan is that government employees organize freely in unions of their choice and bargain collectively with the government.

A Labour Relations Board established under The Trade Union Act has authority to issue orders certifying unions as representatives for appropriate units of employees, requiring persons to refrain from unfair practices, and reinstating employees discharged contrary to the Act.

With the enactment of The Trade Union Act in 1944 on the eve of the

post-war industrial expansion the government envisaged an industrial system in which industry and labour would negotiate as free and equal partners wages and other conditions of work in industrial establishments. This necessitated protective legislation to ensure that the small emerging unions would have the right to grow to be accepted as the negotiating bodies for that important factor of production—labour.

The earlier controversies which greeted this legislation have to a great extent died down as the far-sighted intent of the legislation has become clearer to the employers and public of Saskatchewan.

It is not possible to cover in this space the provisions of approximately forty statutes which contain the labour law of the province. The provisions which have been outlined illustrate the manner in which the government of Saskatchewan has lived up to its responsibility to employers and workers in a modern, industrial democracy.

What Management Expects of Personnel in The Next Two Years

*by Milton S. Beringer, B.S.**

WHAT SHOULD people who direct the training of personnel do to meet future conditions?

First, I think you should avoid being misled by inevitable temporary slow-downs that from time to time are evidenced either generally or in one or another particular industry. On balance, the future for Canada

is full of promise at every turn, and as directors interested in developing personnel for business and industry, I think you should, first and always, keep in mind that for many years to come Canada will have an increasing need for management and supervisory talent. We must do everything in our power to increase such talent and experience if we are to realize the full development of this country. We must not allow any short-term view to make us over-cautious, to distort the true per-

*Mr. Beringer, President and Chairman of the Board, The British American Oil Co. Ltd., made these remarks as part of an address to the Ontario Society of Training Directors in Toronto, September 15, 1955.

spective of a great future and its need for talent.

Good Atmosphere

Fortunately, the free enterprise system provides the best atmosphere and facilities for discovering, training and using talent to best advantage. And I am proud to say that in my own company we have initiated training programs to accomplish this end.

Secondly, it would seem to me that training directors can contribute to management planning as it strives to increase the stability of business and avoid costly fluctuations. Greater stabilization of operations comes with such things as more accurate forecasting of sales and a corresponding system of better production control and better trained personnel. It is obvious that production is more economical if smooth and uninterrupted; that the long-run profit performance of a company is bound to benefit from greater stabilization in its operations, if we can smooth out those fluctuations in sales, in production, and in employment. And what are operations except the way that people—and I mean trained people—handle the equipment provided and market the products produced?

Thirdly, starting with the broader economic picture of the country's population increase, of market growth, and general business conditions, training directors can derive some leads from the development pattern for their own industry and for their own company.

Management today can look over its organization and ask what future growth will mean in terms of people—everybody from new vice-presidents to managers to supervisors, the ratio of technical people to clerical people, the expansion or addition of departments. Once the big expansion targets are decided upon, the

rate of absorption of new personnel year by year and the necessary training programs to cope with future need can be worked out.

In a country with a potential such as Canada's it would be a rare company indeed that should not be asking itself right now this question: "Will we have enough people and enough of the right kinds of people, to man this kind of organization two, five, or ten years hence?"

For instance, the average growth of the petrochemical industry is a blind man's buff because no one can say for sure just how far this industrial magic is going to go and how big it is going to grow in the next decade. But assuming that the industry will have an annual growth rate of 16 per cent, men in any individual petrochemical company would ask the question: "Can we maintain this for the certain period under review or should we expect our growth rate to exceed the average and so plan on that?"

Planning Means People

Sooner or later, all planning must be translated in terms of people, and as training directors, your jobs, as much as anybody's in industry, are directly related to the fundamental growth factors of the country and the particular industry to which you belong. If the Canadian population is going to grow to 30 million in "x" number of years, then your company's general growth rate, based simply on population, should give it the right to expect double its present volume. But remember—a company that's on its toes wouldn't be satisfied with that! Through aggressive planning, management development, plant expansion, marketing and so forth, the growth rate for the company will be set higher than a simple mathematical growth rate based on population.

The normal progress of a com-

pany, let us say, is two-and-one-half per cent annual increase in productivity. We can work back from that in terms of individual companies' plans. Even normal progress would involve a certain rate of growth in managerial and supervisory types—so many supervisors per hundred employees.

Starting Point

The beginning point, of course, is the consumer. From that, production planning becomes a consequence; so does financial planning; and so do plans on how to man the organization to cope with these market and production projections.

I needn't remind you people of all the facets of interest that light up like a diamond when the hard rock of the growth problem is turned over and over—a whole range of fascinating questions: Do we presently have members on the staff who can be developed to the point where we will be able to cope five years from now? Do we have enough 22-year-old university graduates on the staff now who will be ready by 1960?

The equations for possible checking and re-checking come out at every turn. In my own business, for instance, although you experts may smile at my naïveté, I could envision some table that said: "For every extra million gallons of gasoline we are going to sell in the next five years, we will need so many people—so many who had this or that education, so many who will be trained to do this or that."

In effect, personnel planning is self-insurance, which involves selecting personnel, training them, grooming them and exposing them to management thinking. In essence, it comes down to: (1) decide what you need and (2) decide how to get them ready. Getting them ready is your particular role and runs all the

way from apprentice courses to a company's post-graduate school.

Automation Age

Earlier in this talk, I made a passing reference to the electronic brain in this modern age of automation. Seriously, should we be perturbed by the development of automation? I think not. We hear a lot about automation these days, and we shall probably be hearing a lot more, but there is no real argument against it. It is only another logical part of the great industrial age that began years ago. All that automation does is redistribute work and the total effect is productivity. Automation sprang logically from the desire of industrial engineers to make an article at a better-than-competitive price. The introduction of better production methods always turns out to the advantage of the worker, the customer, and the shareholder. It has been the history of industrial development since organized industry began, and the oil industry's refining development, among hundreds of other examples, is prime proof of the fact.

We Canadians are participating in a development that has had no equal in all industrial history. We're into everything: automation, projects for developing prodigious amounts of various forms of energy, for exploring a fabulous treasure house of natural resources, for realizing a great manufacturing potential. Whether we spot the economy for two years—with perhaps a somewhat slower, but nevertheless amazing rate of development, or five years, or ten years, the optimism is all-pervading. And matching our great wealth of natural resources are our people. To have enough people and to train and develop our human resources remain the really great assignment in the country's development. In a large measure, that is *your* assignment.

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NICB Comes To Canada

ONE OF THE great non-profit business and economic fact-finding laboratories of the world, The National Industrial Conference Board, has come here to serve Canada. This is the purpose of the Board's Canadian office, its director, Monteath Douglas, explained to the Canadian Personnel and Industrial Relations Journal, following announcement by John S. Sinclair, President of the Board in New York, that the Board was opening an office in Montreal.

Mr. Douglas returned to organize and direct the Conference Board's operations in Canada after seven months' experience with the main organization in New York. "Our function here," he said, "is to bring the Board's research facilities into responsive touch with the problems of Canadian industry across the country, and to develop Canadian participation in the Board's entire program, so that the services that N.I.C.B. has been rendering in the States for nearly 40 years can be extended comparably in Canada."

Staffed by Canadians

While the Canadian staff will not be large, Mr. Douglas said, it will include an economist equipped to study economic and business trends on home ground. For this position the Board has appointed Arthur J. R. Smith, formerly with the Federal Reserve Bank in New York. Mr. Smith's home is Simcoe, Ontario. He studied at McMaster University and Harvard.

Recognized as the research center of American industry, the Conference Board employs a staff of nearly 200 people in its main office, producing studies in industrial economics, business organization, personnel management, and basic statistics. As part of this program the Board

conducts regional conferences and executive training courses in which Canadians have already participated, and furnished study material to universities and schools throughout North America. Honouring its slogan, "Ask The Conference Board," the Board's Information Service Division now handles about 30,000 enquiries a year from its Associates in the United States and Canada.

The Canadian office, Mr. Douglas explained, will operate as a branch office, helping the existing line-up of research specialists in New York to cover Canadian problems by direct approach. "In this way," he said, "the Canadian office has all the Conference Board's specialized and well-seasoned facilities behind it, and we can expect to bring the Canadian side of the picture within their regular purview without trying to create a counterpart organization in this country, which could not in fact be done in the foreseeable future."

No Conflict

Mr. Douglas emphasized that these plans would encounter no conflict of interest between the two countries. "The Conference Board's trustees and officers in the States," he said, "felt strongly at the outset that their Canadian unit must be responsive to Canadian conditions and requirements. That is why they asked a Canadian to develop it. The fact that the Board is not concerned with any kind of propaganda, advocacy or pressure group interest means that its integrity as a non-profit research organization will be recognized equally in both countries and that there is constructive scope for joint participation in its work. The Canadian office may have some growing pains but divided allegiance won't be one of them."

Monteath Douglas, the Conference

Board's Canadian director, attended the University of Toronto and then worked at the Bank of Montreal, Head Office, until 1942 when he served the Canadian Government in Washington, D.C. for three years. After the war, he went to Toronto to organize and direct the Canadian Tax Foundation, from which he retired to assume his new duties in April, 1954.

Gordon R. Ball, president of the Bank of Montreal, has been elected chairman of the newly formed Canadian Council of the National Industrial Conference Board.

Other members of the Council appointed to date are: D. W. Ambridge, president, Abitibi Payer & Paper Company, Limited, Toronto; L. J. Belnap, chairman of the Board, Consolidated Paper Corporation Limited, Montreal; P. A. Chester, managing director, Hudson's Bay Company, Winnipeg; J. A. Fuller, president, The Shawinigan Water and Power Company, Montreal; A. E. Grauer, president, British Columbia Electric Company Limited, Vancouver; H. A. Mackenzie, vice-president, John Labatt Limited, London, Ont.; W. N. McLeod, chairman of the Board, Moore Corporation Limited, Toronto; H. R. Milner, Q.C., Messrs. Milner, Steer, Dyde, Poirier, Martland & Layton, Edmonton; R. H. Reid, executive vice-president and managing director, London Life Insurance Company, London, Ont.; H. H. Rogge, president, Canadian Westinghouse Company, Limited, Hamilton; L. B. Unwin, vice-president, Canadian Pacific Railway Company, Montreal; H. G. Welsford, president, Dominion Engineering Company Limited, Montreal; J. R. White, president, Imperial Oil Limited, Toronto.

United States Leaders

In addition to Canadian members appointed so far, three United States

business leaders were named to serve. They are: C. G. Parker, chairman of the board, Kimberly-Clark Corporation, Neenah, Wisconsin, who was chairman of the Conference Board last year; H. W. Steinkraus, chairman of the board and president, Bridgeport Brass Company, Bridgeport, Conn., who is a vice-chairman of the Conference Board; and also J. S. Sinclair, president, National Industrial Conference Board, New York, who is a member of the Council ex-officio.

Great Laboratory

The Conference Board is one of the great nonprofit, business and economic fact-finding laboratories of the world. It was organized in 1916 in the United States. Since then it has continuously served as an institution for scientific research in the fields of economics, business management and human relations. The staff of almost 200 at its New York office includes specialists in these fields whose studies and reports are used by management throughout North America and in many parts of the free world.

The Board is prohibited by its charter from carrying on propaganda of any kind. Exclusively devoted to objective research, it has long been recognized as a primary source for supply of economic data and exchange of managerial experience. Its work is supported and used by more than 3,400 subscribing associates, comprising business organizations, trade associations, labor unions, government agencies and universities.

Last December the Conference Board opened its Canadian Office in the Sun Life Building, Montreal, under the direction of Monteath Douglas. In commenting on the announcement at that time, Mr. Douglas said, "The new Canadian Council

will guide the progress of The Conference Board's work in Canada in the interests of its associates in both countries. For the past two decades the Board has been serving some of Canada's major industries from its U.S. office. The opening of its Canadian Office makes the Board's re-

search resources, built up over 40 years of U.S. operation, more accessible to Canadian requirements, and will lead in the future to the incorporation of Canadian data and experience in the published studies and reports received by all Board associates."

Federal-Provincial Experiment in Apprenticeship

A FEDERAL-PROVINCIAL experiment in the field of apprenticeship presently underway may turn out to be a major advance in the direction of uniformity of provincial apprenticeship training in Canada, according to Hon. Milton F. Gregg, Minister of Labour.

For the first time in Canada a six weeks' course in training, uniform for teachers of apprenticeship trades from different parts of Canada, was put on at the College of Education in Toronto this summer. The purpose of the course, which was organized by the Training Branch of the Federal Labour Department in cooperation with provincial governments, was to help standardize apprenticeship teaching methods and assist in making the content of provincial apprenticeship courses more uniform.

For years it has been the hope of many officials in the field of apprenticeship that training standards might be made uniform throughout all Canadian provinces. They have recognized that it is an undesirable situation when a youth trained in one province has difficulty getting recognition as a qualified tradesman in another province. At the same time, apprenticeship authorities agree there is no short cut to this desirable objective. They hope this new move will bring closer its realization.

Six provinces, Alberta, Manitoba, Saskatchewan, New Brunswick, Nova Scotia and Newfoundland, sent a total of 18 candidates to take the course. In addition, 15 candidates from the armed services took the course, five each from the Navy, Army and Air Force.

Mr. Gregg stated that for some years it had been felt that lack of standardization in apprenticeship training had been a factor in retarding the growth of apprenticeship in Canada, a growth thought insufficient to supply the expanding demand for skilled labour. Both the National Apprenticeship Training Advisory Committee and the Vocational Training Advisory Council, bodies set up by the Federal Department of Labour to advise the Department in the vocational and apprenticeship training fields, have recognized that uniformity of apprenticeship standards was a prime objective.

These national groups, representing federal and provincial government departments, labour and management, found that one of the difficulties lay in obtaining suitable trade analyses from which a hard core of basic skills for each trade could be extracted and agreed upon by all provinces. Their first step in the direction of uniformity was to start a committee of five leading experts working in British Columbia

on an analysis of the machinist trade. It was found to be an extremely complicated procedure involving a thorough study of every process, operation and machine used in the trade. It is expected that this two-year project will be completed in 1955. A similar committee of ex-

perts was formed to work in Eastern Canada on the carpentry trade. The establishment of these working committees was an initial step in a long-range standardization program. This first course in apprentice-teacher training is the next step in this program.

No Hope of Professional Status Says Complin

THE ESTABLISHMENT of the industrial relations man as a professional will never come about, in the opinion of E. Rex Complin, Employee Relations Manager, Du Pont Company of Canada Ltd. Mr. Complin was speaking to the Montreal Personnel Association at their annual meeting in May.

New officers elected were: president: L. Hemsworth; vice-president: O. A. Hutton; secretary-treasurer: L. A. Duchastel. Directors: N. J. Watson, P. M. Draper, T. L. Blakeney, C. H. Laberge, K. V. Keirstead.

A few of the highlights of Mr. Complin's address as reported by Secretary L. A. Duchastel were:

The acceptance of the industrial relations function by management is now a fact, although not to the same degree in all organizations.

The establishment of the industrial relations man as a professional will never come about.

American Management Association seminars are now organized for presidents only, with the view of broadening them to save our way of life.

Performance appraisal of the individual is now tending towards the measure of the results he achieves.

Preserving the health of top supervision is now considered very important.

More thought is given to the convenience of employees who are frequently moved from one location to another.

There is generally more interest shown in human relations and communications.

Automation will increasingly affect relations with and the training of supervisors.

Supervisors are being given a better appreciation of benefit plans.

Companies are now beginning to pay part of college graduates' expenses to report for work.

Broader medical plans are being introduced, and pensioners are more often covered under group life insurance plans. Vacations are becoming longer with less service requirements.

In the field of collective bargaining, the "closed shop" is making heavy inroads. Present discussions on arbitration and conciliation may improve the situation, particularly in the Province of Quebec. The guaranteed annual wage will have grave effects in future settlements and wage demands will become more costly. Paid holidays now number eight and it is not foreseen that their number will be increased in the near future. Retroactivity is now a lost battle.

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Seaway Personnel Official Prepares For Big Task

Roger Ernest Belanger is a native of Ottawa, with an education in engineering as well as in commercial lines. Mr. Belanger is personnel officer of The St. Lawrence Seaway Authority.

Bilingual and with experience in translation, Mr. Belanger exercises jurisdiction and control in recruitment and selection of technical and administrative personnel, staff training, employee rating, research and job analysis, organization as it is affected by personnel requirements, and personnel records and salary administration.

He is under general direction of the director of administration, P. E. R. Malcolm.

Mr. Malcolm is one of four branch heads under direction of the three-member Authority Board, headed by the Honourable Lionel Chevrier.

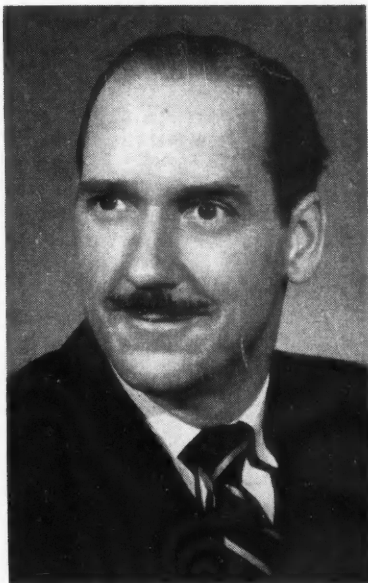
Engineering staff is the largest category of officers and employees, more than 120 of some 220.

The Authority may spend some \$200,000,000 to construct the 27-foot navigation waterway. The entire project will cost in the nature of a billion dollars. It has been estimated that a construction peak of some 15,000 men will be employed on the overall project. The assemblage of dredges working on the St. Lawrence Seaway Authority contracts now constitutes probably the largest in any area in Canada.

Some 27 contracts to the value of approximately \$43,000,000 have already been awarded by the Authority.

Resume of Career of Personnel Officer

Following matriculation from school in Ottawa, Mr. Belanger joined the Department of Highways



ROGER BELANGER

of the Province of Ontario as a chairman.

He began work with International Nickel as a laborer in their Levack Mine in 1937, later becoming miner and stope-boss. He enlisted in the Canadian Infantry as a private in 1940.

Returning to Canada as a major, he undertook studies at the University of Ottawa towards a Bachelor of Commerce degree. He is qualified as J.I.T., J.O.T. and J.M.T. conference leader.

In 1947 Mr. Belanger joined the Personnel Branch of the Department of National Revenue, Taxation Division, and, promoted to Personnel Officer at Winnipeg in 1950, he remained in that post until he joined The St. Lawrence Authority at Montreal in September, 1954.

The Swing in Industry . . .

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The Future of Industrial Accident Prevention

By *W. M. Allison**

WE HAVE been told by historians that man was the only animal created that had no natural mode of self defense. Unlike other creations, he had neither horns, saber teeth, claws, poisonous venom nor defensive obnoxious odors. Man was the prey of all the roaming beast of land and forest. However the creator endowed man with a brain capable of thought, reason and ability to create. Man, using his brain, was able to survive by fashioning for himself tools of self defense. Becoming relatively safe from natural enemies, man then used his brain to create, for his own benefit, machines and processes which have become many times more deadly than the natural foes from which he had become free. It is indeed surprising that man, capable of inventing and perfecting modern machinery, is not capable of operating it safely.

Different Courses

Accident prevention activities during the years have taken a number of different routes; most of them have been correct as far as they have gone. One of the first methods employed to eliminate accidents was the guarding of all machines. This phase was certainly necessary but it did not achieve maximum results. Following this, the establishment of plant safety committees and plant safety departments contributed greatly but again did not achieve complete safety.

In later years more and more time has been spent educating the workman to use God's greatest gift to man, his brain, towards completely eliminating industrial accidents.

This phase of our work has shown greater results than any other. In retrospect it is hard to realize why even more people have not been injured in the past when, without any training or induction, a new employee was assigned to his job, or an employee of many years experience was assigned to a new machine or a new process without first being taught the correct method of performing his tasks.

Inasmuch as the guarding of machines, plant safety committees and safety departments must be a continuing process so must the training of employees in safe work practices be a never-ending job. You and I did not learn the nine-times table the first time we heard it. Why, then do we expect a workman to learn all the safe practices of his job the first time we give them to him? One of the principles of education is repetition. We must repeat and keep repeating the safe practices of his particular work to each employee. We are creatures of habit and there are two kinds of habits—good and bad. By proper training of workmen, having him perform his task the correct way, over and over again, it will become a habit and safe working practices will be ingrained in the workman.

Not Final Answer

Since the previous programs to eliminate accidents were not the complete answer, I believe education will not be the final answer, though maybe the most important in the achievement of accident-free industry. I sincerely believe that added to all these programs must be discipline. I hasten to say that I do not want to see every fore-

*"Scotty" Allison is Senior Safety Director of the B.C. Lumber Manufacturers Association.

man and supervisor a policeman nor a Regimental Sergeant Major.

We have rules of living and conduct in our homes which we must enforce. We have rules for operating vehicles on our highways which must be enforced. We have rules in all communities which must be enforced to prevent a chaotic condition from arising. In the same way, I believe, we must have rules in our industry which must also be enforced. I say that we should have as few rules as possible and these fairly and impartially administered. There are people in industry who, unfortunately, believe all rules are made for other people.

We, in accident prevention work, know that the breaking of safe practice rules does lead to personal injury and, all too often, to some person other than the employee who broke the rule. Consider for example, the driver of an inplant vehicle who ignores the well known and understood plant traffic rules

and because of this injures a fellow employee. Should he not be disciplined by a reprimand, transfer, demotion; then a period of re-training before driving the vehicle again?

A much better example from a safety man's viewpoint, than the one above, would be a case where a driver of an inplant vehicle is involved in an accident due to an infraction of a rule and there is no personal injury to the driver or any other employee. Correcting the cause of this incident will, in all possibility, eliminate a future personal injury accident.

Just as we need governors on many types of machines, so we must have some deterrent for some men's actions. Workmen should understand that rules are made and enforced for their own protection. When they learn and understand this, I believe, we will be one step closer to our objective of an accident free industrial life.

Letters . . .

Fact or Fantasy

Dear Mr. Perigoe:

Re References—Fact or Fantasy

I feel quite sincerely that references can be fact and not fantasy, if an effort is made either to discuss the matter face to face with the ap-

plicant's previous employer or, if that is not possible, then to do so by telephone call. I have found that a telephone call to previous employers has been very effective and I will use the telephone rather than a letter requesting a reference, even

MANAGEMENT DEVELOPMENTS TO BE THEME OF P.A.T. NOVEMBER CONFERENCE

John J. Carson, chairman of the one day Conference Committee of the Personnel association of Toronto, has announced that the theme of the November 29 conference in the Royal York Hotel, Toronto, will be Management Development.

The theme will be developed by a visting expert authority and a panel of well-versed Canadians who will review current practices, and tell about specific developments in their own companies.

if it means my having to telephone to Vancouver or down to the States as I have frequently done.

It is best to have a list of pertinent questions prepared beforehand to make sure that all relevant aspects are covered in the telephone conversation. I feel that so much more can be achieved by a telephone call than by writing a letter. As you state in your article in the third quarter 1955 issue, employers are not going to put anything detrimental in writing about a previous employee, whereas, over the telephone, so many of them will tell you much more than they would dream of putting in writing and you can tell by the tone and nuances of their voice just how sincere or otherwise they might be in what they are telling you.

I agree that letters of reference are a complete waste of time and money. My vote would go for a telephone call, or even better, a personal interview with the previous employer every time.

Another useful check is a Dun &

Bradstreet personal or bonding report. These cost an average of \$2.50 each report and take from five to ten days to obtain, but they more than give value for this expenditure in the amount of background information which they give about an applicant. I find these particularly useful for salesmen or other people in responsible positions whom we wish to check for financial stability, possible tendency towards alcoholism, gambling and other habits which might adversely affect their job. Dun & Bradstreet reports check right from an applicant's schooldays and cover all previous residences and employment and do a more comprehensive coverage than is normally possible by a busy personnel department.

I don't think that a personnel manager can go far wrong if he uses the telephone for checking references, particularly previous employers and couples this with a Dun & Bradstreet personal report.

Yours sincerely,
B. A. LAWLESS,
Personnel Manager

The Good and Bad in Seniority Systems

IN THE INTEREST of employee and company alike, seniority systems in industry must be reviewed and overhauled to meet the changing needs of today's era of electronics, atomic energy and automation, says the National Association of Manufacturers.

Announcing the publication of a new information bulletin entitled "Seniority," NAM'S Employee Relations Division pointed out that the seniority principle, properly used, can be "a dynamic and powerful influence in improving human relations in the plant."

NAM emphasized that the growth

of seniority systems indicates management's "sincere desire to eliminate favoritism wherever possible by basing certain employee rights and privileges on the impartial plane of length of service."

Proper recognition of length of service, according to the Association's bulletin, "contributes materially to operating efficiency, reduced turnover, and high employee morale." However, it noted that there is not necessarily a high correlation between time spent on the job and ability to perform that job. It emphasized that any system that requires employers to promote or

retain employees solely on the basis of length of service "will prevent an employer from using his most efficient people."

In reviewing seniority policies, NAM suggests that management use the following yardsticks:

1.—Does the policy serve the needs of employees? That is, is the employee given proper protection in recognition of his length of service? Does the application of straight seniority deaden the incentive of ambitious employee, destroy his interest in the job and lower his efficiency?

2.—Does the policy serve the needs of the business? Does low-cost, efficient production suffer from outmoded seniority practices? Do established practices or terms of union agreements impede the development of a stable and efficient work force?

The new NAM bulletin discusses the factors which management should analyze in using these yardsticks. Some of the topics discus-

sed in detail are company-wide or plant-wide seniority, divisional and departmental seniority, occupational or craft seniority, dual seniority, adjusted seniority. Other topics include seniority in relation to work-week reductions, layoffs, overtime, supervisors, union representatives, promotions, demotions, etc. Another section deals with administration of seniority.

The bulletin points up the fact that analysis of seniority policies is particularly urgent since many current policies and practices were developed in an era of labor shortages and may not now be doing the job for which they were originally designed.

The NAM Employee Relations Division urges management to avoid a "seniority straitjacket" and to make sure that seniority policies meet the test of efficient, modern operating conditions.

Copies of the "Seniority" information bulletin are available at 25c each at NAM headquarters, 2 East 48th Street, New York.

New Era Seen As AMA Meets

THE AMERICAN Management Association held in New York Sept. 26 to 28 had as its theme "New Era in Industrial Relations."

Announcing the conference theme they said:

"This year saw the end of an era in industrial relations; the beginning of another. The automotive industry, through peaceful collective bargaining, put down a sizeable bet on our economic future. A further step was taken toward employment stabilization. The contracts signed by Ford and General Motors will be felt, directly or indirectly, by all companies — large and small.

"Walter Reuther failed to get his

much-publicized GAW at the bargaining table in Detroit. He okayed a plan carefully thought out by the company. But it contained a principle that he wanted—management responsibility for laid-off workers. In the future, negotiations will probably center around better jobless pay."

Another new era was the naming of E. Rex Complin, Employee Relations Manager of Du Pont Company of Canada Limited to the A.M.A.'s Personnel Planning Council for 1955-56.

This is the first appointment of a Canadian to the Council and is recognition by the American Management Association of its members

in Canada, the support given to the Association by such members and the fact that Canada has come of age in industrial relations concepts and practices.

The programme for the 17th Annual PNPMA Conference to be held in Spokane Oct. 27-28-29 has been designed to produce a logical and conclusive conviction that personnel management makes dollars and sense.

Functions of a proper, practical personnel program and its value—dollars and sensewise—to the basic economic triumvirate, employer-supervisor-worker, will be given in preview and review by keynote and banquet speakers.

Qualified, nationally recognized speakers at each of three major sessions will discuss how personnel management affects and is of value to:—

1. Management or employer
2. Supervisor or management representative

3. The worker or rank and file employee

More detailed and explicit study and understanding of each of the three major sessions will be gained through attendance at two companion sessions or forums for each major session.

Each pair of forums will be run simultaneously, but each forum in turn will be treated to identical discussion of the forum subject matter guided by selected panels from six PNPMA Chapters.

Groups attending forum sessions will remain in the rooms in which forum discussions are held — members of the guiding panels will be exchanged, group to group.

This is an innovation in handling forum discussion which is expected to be extremely satisfactory and beneficial. By this device, persons attending the conference sessions and forums will be able to gain the advantage of information presented at all meetings.

New Canadian Occupations Monographs and Pamphlets

HON. MILTON F. GREGG, Minister of Labour, has announced two new publications in the "Canadian Occupations" series, prepared by the Economics and Research Branch of his department, entitled "Draughtsman" and "Welder".

These new monographs describe the educational requirements, duties, training and employment outlook for those interested in draughting or

welding. The pamphlets accompanying the monographs contain a digest of the same material.

Previous monographs in the same series cover several major metal-working occupations, construction trades, railway occupations and important industrial groups including printing trades, mining occupations, and technical occupations in radio and electronics.

National Foremen's Club Convention
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